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A RATIONALE  
FOR PUBLIC INVESTMENT  
IN APPALACHIA PENNSYLVANIA

An Interim Statement

March 31, 1966

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A RATIONALE FOR PUBLIC INVESTMENT IN APPALACHIA PENNSYLVANIA

An Interim Statement

Submitted to the  
Appalachian Regional Commission  
by the  
Commonwealth of Pennsylvania

Prepared By

The Pennsylvania State Planning Board  
as advisor to the Pennsylvania State Member  
on the Appalachian Regional Commission

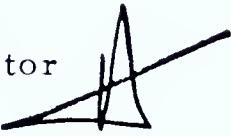


April 4, 1966

**SUBJECT:** A Rationale For Public Investment in Appalachia Pennsylvania: An Interim Statement, March 31, 1966

**TO:** The Honorable William W. Scranton  
Governor of the Commonwealth

**FROM:** Irving Hand, Executive Director  
State Planning Board



Transmitted herewith, in accordance with your Executive Directive No. 53, is the report, A Rationale For Public Investment in Appalachia Pennsylvania: An Interim Statement, March 31, 1966.

This report was approved by the State Planning Board in special meeting April 4, 1966, and is submitted as its recommendation concerning a State "plan for investment" as required by the Appalachian Regional Commission at this time.

cc: The Honorable John K. Tabor  
Secretary of Commerce





COMMONWEALTH OF PENNSYLVANIA  
DEPARTMENT OF COMMERCE  
HARRISBURG

THE SECRETARY

April 5, 1966

The Appalachian Regional Commission  
1660 Connecticut Avenue, N.W.  
Washington, D. C. 20235

Attention: Ralph R. Widner, Executive Director

Gentlemen:

At the direction of the Governor, and on behalf of Pennsylvania, I forward herewith the interim Pennsylvania Plan for Investment entitled "A Rationale for Public Investment in Appalachia Pennsylvania: An Interim Statement, March 31, 1966."

Please advise us of its receipt and, when approved, of its approval.

Yours sincerely,

A handwritten signature in black ink that reads "John K. Tabor". The signature is fluid and cursive, with a large, stylized "J" at the beginning. A horizontal line is drawn through the signature, and the name "John K. Tabor" is printed in a smaller, more formal font below it.

Attachment

cc: John L. Sweeney  
Harry A. Boswell



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## SUMMARY

The Appalachian Regional Development Act of 1965 (PL 89-4) requires that

". . . public investments made in the region under this Act shall be concentrated in areas where there is a significant potential for future growth and where the expected return on public dollars invested will be the greatest. . ."

\* \* \*

The Appalachian Regional Commission has determined that to implement this Act each of the states prepare a "plan for investment", to be used as a guide for the allocation of Appalachia funds.

This Rationale for Public Investment in Appalachia Pennsylvania is an interim "plan for investment". It reflects a consideration of areas of immediate potential and longer-range potential in the Commonwealth, in recognition of the need for assuring Pennsylvania its full share of Appalachia funds out of the total limited amount available this year. The experience to be gained with its application plus the products of the substantial Appalachia research now under way will be employed in the preparation of a definitive "plan for investment" presently scheduled for early 1967.

\* \* \*

Under this Rationale, all 52 Appalachia counties in Pennsylvania, and their communities, are eligible for projects which relate to education and health. These projects must compete for limited Appalachia dollars on the basis of their relation to the State's programs in these fields and the basic Appalachia Act test, quoted above.

\* \* \*

The areas identified in A Preliminary Analysis for An Economic Development Plan for the Appalachian Region (the Litton Study commissioned by the Federal Development Planning Committee for Appalachia) are accepted



as designated areas for the immediate concentration of public investment for other Appalachia-aided projects, with the following significant modifications:

1. Projects may be considered in areas contiguous to those designated and related to their economic life;
2. Two additional criteria for evaluating projects within these areas are proposed
  - a probable major public or private investment significant to the growth of the area
  - local effort being applied to develop the area;
3. Specific program recommendations are made for each of the areas which the Litton Study identifies.
4. This Rationale does not adopt the "high-medium-low" evaluations of growth presented in the Litton Study.

Under this Rationale, and of equal significance, communities of 5,000 and their surrounding townships and boroughs, outside of the designated Litton growth areas, may also be considered in connection with the immediate investment of public funds for projects if they qualify in four out of six of the following criteria:

- population increase,
- manufacturing employment growth,
- retail sales growth,
- nearness to an Interstate or Appalachia highway,
- probable major public or private investment significant to growth, and
- local effort being applied to develop the area.

As a result, projects may be considered for any community in the Appalachia region of Pennsylvania meeting the foregoing criteria.



## THE RATIONALE

The "Findings and Statement of Purpose" of Public Law 89-4, the Appalachian Regional Development Act of 1965, are:

"The Congress hereby finds and declares that the Appalachian region of the United States, while abundant in natural resources and rich in potential, lags behind the rest of the Nation in its economic growth and that its people have not shared properly in the Nation's prosperity. The region's uneven past development, with its historical reliance on a few basic industries and a marginal agriculture, has failed to provide the economic base that is a vital prerequisite for vigorous, self-sustaining growth. The State and local governments and the people of the region understand their problems and have been working and will continue to work purposefully toward their solution. The Congress recognizes the comprehensive report of the President's Appalachian Regional Commission documenting these findings and concludes that regionwide development is feasible, desirable, and urgently needed. It is, therefore, the purpose of this Act to assist the region in meeting its special problems, to promote its economic development, and to establish a framework for joint Federal and State efforts toward providing the basic facilities essential to its growth and attacking its common problems and meeting its common needs on a co-ordinated and concerted regional basis. The public investments made in the region under this Act shall be concentrated in areas where there is a significant potential for future growth, and where the expected return on public dollars invested will be the greatest. The States will be responsible for recommending local and State projects, within their borders, which will receive assistance under this Act. As the region obtains the needed physical and transportation facilities and develops its human resources, the Congress expects that the region will generate a diversified industry, and that the region will then be able to support itself, through the workings of a strengthened free enterprise economy."

The public investments which the Act encompasses are: development and access highways; health facilities; land conservation; mining area



restoration; water resources study; vocational education; sewage treatment works; planning; financing local development districts and research and demonstration projects; and supplements to existing or future Federal grants-in-aid programs for land acquisition, construction or equipment. The Appalachian Regional Commission further has determined that health and educational facilities - "human resources" facilities - may be located, as appropriate, anywhere in the Appalachia Region.

\* \* \*

Consistent with the provisions of the Appalachia Act, the Appalachian Regional Commission has determined that each of the States will furnish its own policy statement - a "plan for investment" - to guide the direction of the Appalachia Program within its borders. The Commission itself has embarked on a large-scale regionwide research program, aimed at acquiring the specific knowledge that can help make such policy determinations most appropriate and effective. The products of this research program - which is the responsibility of the staff of the Commission, several Federal and State agencies, and private consultants - will become available over a period of several years, with the first results expected in the Fall of 1966. Most of the participating States have also



begun their own specially designed Appalachia research, which will add to this fund of knowledge. The Pennsylvania State Planning Board has a continuing program of research and planning, the products of which are especially relevant to Appalachia Pennsylvania, three-quarters of the geography and one-half the population of the Commonwealth. The \$5 million water resources survey, authorized by PL 89-4, will also involve substantial economic and demographic investigation. The responsibility of the U. S. Army Corps of Engineers, this study is scheduled for completion in 1968 and it is expected that some segments will be available earlier. As a result of all these endeavors, our knowledge of the nature of the problems and opportunities in Appalachia will increase substantially in the coming years and this knowledge will be invaluable in the planning and administration of the Appalachia Program. The Appalachia projects themselves will, in time, give further indications for the proper direction of the entire effort. Much of the above will be useful in the preparation of a definitive "plan for investment" in 1967.

At the present time, of course, a "plan for investment" must be based on the information now available. In surveying the literature, we have found a large body of general studies relevant to Appalachia and a smaller number concerned with Appalachia Pennsylvania, but only two studies which were designed



in the light of the requirements of the Appalachian Regional Development Act of 1965.\* One was concerned solely with the Appalachia Highways system. The second, A Preliminary Analysis for an Economic Development Plan for the Appalachian Region, was commissioned by the Federal Development Planning Committee for Appalachia (FDPCA) prior to the establishment of the Appalachian Regional Commission and has a wider scope. This report is usually referred to as the "Litton Study".\*\*

The Litton Study accomplishes two objectives: the delineation and an economic analysis of the subregions of Appalachia, and the identification of "Areas of Primary Growth Potential" (APGP) on the basis of thirteen economic and demographic criteria.

In the light of the knowledge about Appalachia presently available, it is appropriate that an examination be made of the applicability of the Litton Study at this time. In doing this, we note that the Appalachian Regional Development Act is based on the assumption that public investment

\* See Appalachia Pennsylvania: A Background Report, Pennsylvania State Planning Board, Harrisburg, 1965.

\*\* Litton Industries Development Division, A Preliminary Analysis for an Economic Development Plan for the Appalachian Region, Report to the Appalachian Regional Commission, Contract #C-181-65 (NEG), U. S. Department of Commerce, Area Development Administration, November 1965.



will further an area's employment potential. We recognize, also, that the improvement of individual economic welfare is the ultimate objective of the Appalachia Program and that personal economic welfare is largely dependent on the available employment opportunities.

The Litton Study defines "growth" as employment increase and, in assessing the growth potential of areas, thirteen criteria were employed:

- Population increase 1950-1960
- Standard Metropolitan Statistical Area
- City size class
- Urban-hinterland population ratio
- Manufacturing employment and growth (1958-1963)
- Manufacturing employment composition
- Competitive shift in manufacturing employment
- Change in manufacturing employment composition
- Non-commodity employment composition
- Change in non-commodity employment composition
- Trade and service area
- Lag in non-commodity employment
- Location

Each of these criteria was examined individually and applied according to the best judgment available. Quantitative measures were employed, so that it was possible to arrive at an over-all numerical measure of rate of growth potential. Using the different employment base of each area, the respective rates were applied in order to determine the areas' ranking with respect to absolute growth. Thus, each APGP was classified by Litton in two ways: for high, medium, or low rate of growth and for high, medium, and low absolute growth.



The Litton Study does not include a method for determining which elements of the Appalachia Program are appropriate in the various areas of growth potential.

\* \* \*

From a careful examination of the Appalachian Regional Development Act, the various studies and reports leading to the legislation, and the record of the Congressional hearings, it is clear that a "plan for investment" should deal with three questions:

- 1) What is "growth"?
- 2) In that connection, in which areas should public investment be concentrated?
- 3) What programs are appropriate for these areas?

For Pennsylvania, the most urbanized and the most industrialized of the Appalachia States, and containing almost one-third of the population of the entire region, the Litton approach to "growth" and "areas in which public investment should be concentrated" seems particularly useful. In view of the nature and time schedule of the current Appalachia research activity, we have concluded that A Preliminary Analysis for an Economic Development Plan for the Appalachian Region is helpful as a starting point



in the construction of A Rationale for Public Investment in Appalachia

Pennsylvania, which is an interim statement of a "plan for investment".

However, to the basic findings of this Litton Study, we believe it desirable to make certain modifications. First, we do not adopt the "high-medium-low" evaluations of growth presented in the Litton Study. In addition, because the Litton Study was made for the entire Appalachia Region of almost 400 counties, it is understandable that the county was selected as the unit of analysis. In examining Appalachia Pennsylvania, with only 52 counties, we believe it necessary to include smaller areas as well. Furthermore, because the Litton Study did not address itself to the third question, this rationale provides an analysis of the growth areas identified in the Litton report and considers the types of programs that are most appropriate for their needs.\* In utilizing the results of the Litton Study in Pennsylvania, we also recognize that a project may better serve a growth area by being located outside of it. As a result, the delineation of APGP's as presented in the Litton Study is not intended to be followed precisely in each instance.

In addition, the Litton Study designates 19 counties (included in which are 950 cities, townships and boroughs), 15,000 square miles and 70

\* See Appendix for this discussion of APGP's.



percent of the population of the total of Appalachia Pennsylvania. In establishing priorities for projects in both the Litton APGP's and the CPGP's (Community of Primary Growth Potential) discussed later in this Rationale, it is felt that the following criteria should be applied to any community and the project it seeks:

- probable major public or private investment significant to growth
- significant local effort in furthering a viable environment for economic development.

\* \* \*

For the consideration of smaller areas, in addition to the counties identified by the Litton Study, the following guidelines are proposed during this interim period:

If a minor civil subdivision with a population of 5,000 and over plus its adjoining townships and boroughs scores favorably on four of the following six criteria, it will be judged an area in which to concentrate public investment and designated as a CPGP.

- population increase 1950-1960
- manufacturing employment growth
- retail sales growth
- location (with respect to an Interstate or Appalachian highway existing or planned)
- probable major public or private investment significant to growth
- significant local effort in furthering a viable environment for economic development.



The selection of these criteria was based upon the methodological logic of the Litton Study, the availability of data for units of less-than-county size and judgmental factors which are crucial to an evaluation of future growth.

Discussions similar to those presented in the Appendix for APGP's are not provided for CPGP's since the latter are not specifically designated in this report.\* CPGP's will be determined as individual Appalachia aided projects are presented and evaluated in light of the foregoing criteria.

In order to deal with the question of which programs are appropriate for the growth areas, each Area of Primary Growth Potential was analyzed, identifying its needs and suggesting the type of programs that can help fulfill those needs. In making program recommendations, we regarded the Appalachia Program as the Act plus other Federal and State programs that can improve the growth potential of these areas.\*\*

\* \* \*

Though the method of this rationale does not admit of finer discrimination among programs, such as a system of numerical priorities, on the

\* The Regional Development Reconnaissance reports of the State Planning Board will provide useful sources of information in this regard.

\*\* This point of view is further detailed in Appalachia Pennsylvania: A Background Report, *ibid*.



basis of our knowledge of the problems and opportunities of Appalachia Pennsylvania - and the Commonwealth as a whole - we believe that programs for education - basic, higher, and vocational - are of the highest significance and constitute the single most effective governmental response to the needs of Appalachia.

The most important potential resource of Appalachia is its people. The full productive use of this resource has been hindered by the outmoded skills of a labor force that has worked so long in the previously dominant steel, coal, and railroad industries. Today's rapid changes in manpower requirements - the result of technological and social innovation - indicate a need for high levels of educational attainment and technical competence. Our review of the Commonwealth's needs and opportunities emphasizes the urgency of providing more and better educational facilities and programs throughout Appalachia Pennsylvania. As a result, throughout the region, every consideration should be given to projects dealing with basic education, vocational technical training and retraining, higher education, and related educational programs and facilities.

In addition, medical and health facilities are regarded as vital



resources to the well-being of the population throughout Appalachia and therefore should be adequately provided throughout the region. With limited resources, however, priority will be given to those facilities having a multi-county or regional impact.

\* \* \*



## APPENDIX

In order to provide a direction for public investment which is responsive to the particular characteristics of the 10 Areas of Primary Growth Potential (APGP), as identified by the Litton Study, this Rationale deals with the needs and problems of the areas and recommends programs for them.

For each APGP, there is a description, a statement of needs, and the recommendations. The description highlights the basic facts about the area: location, economic base, population. The statement of needs singles out obstacles (in terms of access, manpower, community facilities, physical environment) to future economic development which can be appropriately dealt with by governmental action. The recommendations are those programs which can best meet the specified needs.

The delineation of the APGP's is not intended to be followed precisely in all cases; occasionally, a project may better serve the growth area by being located outside of it.

### Areas of Primary Growth Potential (APGP)+

<u>Number</u>	<u>Name</u>	<u>Pennsylvania Counties</u>
34*	Pittsburgh-Steubenville-Weirton	Beaver, Butler Washington, Allegheny, Westmoreland
35**	Youngstown-Warren-New Castle-Sharon	Mercer, Lawrence
36	Erie	Erie, Crawford, Warren
37	Johnstown	Cambria, Somerset
38	Altoona	Blair
39	Centre	Centre
40	Williamsport	Lycoming
41**	Harrisburg	Perry
42	Hazleton-Scranton-Wilkes-Barre	Lackawanna, Luzerne
43	Monroe	Monroe

+ Identified in A Preliminary Analysis for an Economic Development Plan for the Appalachian Region, Litton Industries, November 1965

\*\* Includes Jefferson (Ohio), Brooke and Hancock (W. Va.)

\*\* Includes Mahoning and Trumbull (Ohio)

\*\* Includes Cumberland and Dauphin (non-Appalachia Counties)



Allegheny, Beaver, Butler, Washington and Westmoreland Counties

The four-county Pittsburgh Standard Metropolitan Statistical Area, which, with the addition of Butler County, constitutes APGP #34, is the largest urban area in all of Appalachia. It also represents the largest concentration of industry in the Region. The 1960 APGP population of 2,485,000 is nearly 15% of the total population of Appalachia and 43% of Appalachia Pennsylvania. The principal urban centers of the APGP and their estimated 1964 central city population are: Aliquippa (23,000), Beaver Falls (14,200), Butler (19,400), Clairton (17,800), Greensburg (16,900), Jeannette (15,400), McKeesport (42,200), Monessen (16,000), New Kensington (22,000), Pittsburgh (559,000) and Washington (22,000). The northern portion of Fayette County, including the communities of the Monongahela Valley and the Cities of Uniontown (16,000) and Connellsville (12,000), is also an integral part of this metropolitan region and as such, shares most of the characteristics of the APGP. While population in the APGP has continued to increase at a moderate rate during the past three decades, the peak of the area's rapid growth occurred during the early part of the century. Despite population growth during the past few decades, there has been continuing out-migration, only partly replaced by immigration. Between 1950 and 1960, the area experienced a net outmigration of 100,000 persons. Within the APGP, there has been a shift of population from the densely developed valley corridors, to new suburban areas, usually at higher elevations. The central cities of the area lost population between 1950 and 1964, with the City of Pittsburgh



showing a decline of approximately 120,000.

The five-county APGP is characterized by several heavily developed corridors which radiate from Pittsburgh along the Ohio, Beaver, Allegheny and Monongahela Rivers; Chartiers Creek in Washington County; and the Pennsylvania Railroad in Westmoreland County. Outside of the generally irregular and difficult terrain, perhaps the chief topographic features of the area are its three navigable rivers - the Allegheny, Monongahela, and the Ohio. The APGP is the center of a larger region rich in mineral resources: coal, limestone, petroleum and gas. These mineral resources, combined with the area's early advantages of access (by rail and water) and of location (with respect to national markets), have contributed to making the area the largest steelmaking center in the nation. With the growing importance of highway transportation, the APGP has retained only moderate access advantage. The Pennsylvania Turnpike provides direct expressway access to Philadelphia and New York and to Chicago. Interstate Routes 70 and 79, now under construction, will considerably improve direct north-south access from Pittsburgh, as well as to Washington, D. C. and to the lower Midwest.

Earning the name of Steel City, Pittsburgh has long been national leader in steel production and while larger shares of this industry are being assumed by other areas, the Pittsburgh area's steel making capacity remains unequaled. Very closely associated with the growth of the steel industry in the APGP has been the importance of coal mining. Basic economic changes in the steel industry and in coal mining have had a direct effect on the economy of the Pittsburgh area. Increases in mechanization, declines in demand, and changes in locational requirements have served to limit the man-



power needs of these industries within the APGP. Despite the fact that diversification has been coming about since the 1950's, the APGP's economy remains relatively specialized in heavy manufacturing. While Pittsburgh is the largest metropolis in the vicinity of Western Pennsylvania, Southern Ohio and West Virginia and, as such, has large wholesale, financial and other commercial activities, the trade and service sectors of the economy are retarded in comparison to other large metropolitan centers. With few exceptions, the smaller centers of the APGP have generally followed the economic trends of Pittsburgh.

Recent technological advances in the form of high voltage power transmission (making possible mine-mouth power plants), and the integral train concept, have greatly increased coal production expectations within the region, but are unlikely to lead to any significant increase in mining employment.

#### NEEDS

Access Access within the APGP has been narrowly constrained by the rugged topography. Due to the need for bridging and tunnelling, the cost of highway construction has always been high in this area. Principally because of difficult terrain, the area's highway network pattern, which generally follows the narrow river valley development, makes access between the subcenters of the APGP difficult. Consequently, interaction among the population of 2.5 million people is less than would be the case in a metropolitan area of equal size on less formidable terrain.

In addition to a generally incomplete intraregional highway network,



the transportation situation within the APGP is characterized by the lack of an efficient mass transit system.

Interregional accessibility to major national markets is being improved with the several new Interstate routes now under construction.

Manpower The APGP work force is heavily committed to semiskilled and unskilled trades, while the jobs that are being created both in the new fields and in the traditional industries require a level of education and technical skills not previously required. The result is an urgent need for retraining.

As suggested previously, the existing labor market and the existing job market are smaller than the absolute numbers would indicate, because of the topographic barriers to intra-regional access.

Community Facilities While the APGP, relative to other areas of Appalachia Pennsylvania, is well endowed in its over-all complex of commercial, educational, medical, cultural and other services and facilities - public and private - its competitive position in these facilities, relative to the major metropolitan areas of the nation is not favorable. In addition, the smaller communities of the APGP have had less success in providing adequate community services and facilities than has Pittsburgh.

In the older urban centers of the APGP, obsolescence of community facilities and the problem of financing improvements with a declining central city tax base are major problems. In contrast, the rapidly expanding suburban areas have the problem of providing adequate community facilities



for growing populations.

Even with considerable gains during the past decade, in 1960 the Pittsburgh SMSA ranked 18th among the 24 largest metropolitan areas in median number of school years completed by the male population (10.4).

Pittsburgh, the Commonwealth's second largest city and the cultural center of an urban area of 2.5 million people, does not have adequate facilities for providing low-tuition university-level educational programs.

Deficiencies in recreation land are being met, in part, by PROJECT 70 funds.

Physical Environment The historic dominance of coal mining and the primary metals industries has had a strong effect on the physical environment of the APGP. Most of the urbanized industrial areas along the major river valleys have been faced with problems of polluted air and water, deteriorated housing, and other forms of blight. In the rural portions of the APGP, large areas have been scarred by abandoned strip mines. While the area can boast of significant achievements over the past two decades in improving its physical environment through air pollution control, and housing and urban renewal programs, most of these have been limited to Pittsburgh and Allegheny County.

According to the 1960 Census, 10% or more of the housing of every county in the APGP was substandard, overall APGP average being about 20%. The process of obsolescence in housing, business districts, and street patterns is aggravated by the rugged terrain which has limited the land available for development. Housing problems are particularly acute for low income families.



In certain areas of the APGP, the problem of flooding still exists, especially along the smaller tributary streams.

Areas of the APGP have been blighted by strip mining operations that have not been restored. There are two extensive areas of abandoned strip mines: a band extending across the northern portions of Beaver and Butler Counties: and in northeastern Washington County and southwestern Allegheny County. Scattered pockets of stripped land can also be found throughout Allegheny and Westmoreland Counties. Subsidence, mine and culm bank fires resulting from deep mining are a problem in many parts of APGP. Most of the streams in the area are affected by mine acid drainage and by inadequately treated residential and industrial sewage.

#### PROGRAM RECOMMENDATIONS

- Development of programs to upgrade the skills of the labor force through:
  - basic education
  - higher education
  - intensive training of new entrants
  - more opportunities for retraining and adult education
- Improvement of intra-regional access by highway and mass transit in order to:
  - expand the area (and hence the job opportunities) in which a resident can commute to work
  - likewise, expand the area (and hence the labor pool) from which an employer can recruit labor
- Expansion of programs to improve the environment:
  - housing and urban renewal
  - mine area restoration
  - air and water pollution
  - open space and recreation facilities.



Lawrence and Mercer Counties<sup>1</sup>

APGP #35 is in the northwestern portion of the State at the Ohio border. The area is topographically characterized by low hills, poorly drained soils and the swamp and marshlands typical of the glaciated Appalachia Plateau sections of western Pennsylvania.

The principal cities, Sharon and Farrell in Mercer and New Castle in Lawrence, are closely related, economically and socially, to each other and to Youngstown in Ohio. The four-city complex is approximately 85 miles south of Erie and 60 miles north of Pittsburgh. Commuting patterns and population development trends within the APGP and adjoining APGP #34 suggest a high level of interdependency between all seven counties.

Several major highway systems link the APGP with centers in Northwestern and Midwestern States: Interstate Route 79 to Erie and Pittsburgh; Interstate Route 80 to Cleveland and to New York; and the Pennsylvania-Ohio Turnpike to Chicago and to Philadelphia. The communities of Grove City and Mercer in Mercer County are located strategically near the intersection of Interstate Routes 79 and 80. The area is served by four major railroads: Pittsburgh and Lake Erie, the Pennsylvania, the Baltimore and Ohio and the Erie-Lackawanna.

The estimated 1964 population of APGP #35 was 231,000, one-third of which was in the Cities of Sharon (23,300), Farrell (12,900) and New Castle (40,300). (Youngstown, Ohio had a 1960 population of 166,000). The APGP has exhibited moderate growth in population during the past 15 years,

<sup>1</sup> Litton's APGP #35 includes Lawrence and Mercer Counties in Pennsylvania and two non-Appalachia counties (Mahoning and Trumbull) in Ohio. "APGP #35" in this report refers only to Lawrence and Mercer Counties.



due primarily to gains in Mercer County. The central cities have been losing population since 1950, but substantial increases have been taking place in suburban townships and boroughs extending along U. S. Route 18.

The economy of the APGP is based primarily on the production of steel and related products. More than 40 per cent of total manufacturing employment in 1964 was concentrated in primary and fabricated metals industries and another one-third of the total worked in machinery industries. Farrell is a highly specialized steel producing center and in Sharon, the predominant manufacturing activity is electrical machinery. New Castle has a more diversified manufacturing base: stone, clay and glass; non-electrical machinery; and transportation equipment, and others.

Although employment in the APGP has expanded slightly in recent years, mainly in services, manufacturing jobs have declined especially in the higher wage metals and machinery producing industries. More than half of the total land area is devoted to agriculture, which employs approximately 3,000 workers. Dairying is the leading farm activity.

A large portion of employment is in industries that have displayed slow to moderate growth rates nationally. Employment in the APGP has not grown at the national rate, resulting in a decline in the region's share of national employment in some industries.

#### NEEDS

Access Highway access to major national markets is one of the principal assets of the APGP. Direct highspeed access to New York and Chicago will be improved by Interstate 80. Interstate 79 will better link the area to Pittsburgh and Erie. This highway, however, does not fully provide for the



access needs of the communities along the Beaver and Shenango Valleys and a second major parallel system will have to be provided to serve these communities. The APGP lacks an airport with scheduled commercial service, although the Youngstown airport, which provides such service, is reasonably accessible.

Manpower Due to the area's historic concentration of employment in the production of steel and related products, the labor force of Lawrence and Mercer is heavily committed to semi-skilled and unskilled trades. As the emphasis of the area's economy changes to a more diversified industrial base, a labor force with correspondingly diversified skills is needed. Plans for establishing vocational education programs are underway in both counties.

Community Facilities While Lawrence and Mercer share many of the education and health services needs common to most areas of Pennsylvania, no single need in this area appears outstanding. Both counties look to Youngstown and, to some extent, to Pittsburgh for many educational, recreational and cultural services. The higher educational needs of the area are served by Grove City College, Thiel College, Westminster College and small extension centers of Edinboro State and Penn State College. Many students from the APGP attend Youngstown University. There is a need for more low-cost higher education facilities.

Many communities of the APGP are faced with a limited and sometimes eroding tax base. The backlog of community improvements faced throughout the area poses financial problems which many localities have been unable to solve,



particularly where the size of the population is decreasing.

The present supply of public recreation land in Lawrence and Mercer Counties will be more than doubled by proposed acquisition by local and state authorities under PROJECT 70. Major recreational resources in the area include Shenango Reservoir (Mercer) and McConnells Mill State Park (Lawrence).

Physical Environment The two principal urban centers, New Castle and Sharon-Farrell, both have problems of substandard housing and programs to attack these problems have begun.

Problems of air and water pollution exist. In Mercer County, discharge from a steel plant has seriously contaminated the Shenango River. The New Castle area is also affected by pollution of the Mahoning River from the Youngstown area. The Sharon-Farrell area has high concentration of metal industries whose considerable output of smoke lingers within the narrow valley and, at times of poor air circulation, becomes highly concentrated. The Beaver Valley in Lawrence County has a similar problem.

#### PROGRAM RECOMMENDATIONS

- Expansion of vocational training and retraining programs
- Expansion of urban renewal and housing programs
- Development of a comprehensive program to eliminate atmospheric and water pollution
- Improve intra-regional access and connections with adjoining employment centers and labor pools, particularly to the Pittsburgh Metropolitan Area.



Erie, Crawford and Warren Counties

APGP #36 is located in the northwest corner of the State and provides Pennsylvania's only corridor to the Great Lakes. Part of Erie County lies in the narrow Lake Erie lowland and is a distinct topographic contrast to the terrain typical of the rest of Appalachia. The rest of Erie, Crawford and Warren Counties are in the glaciated hill section, with the topography being more extreme in the eastern portion. Warren County is heavily forested. Historically, these counties have been oriented to the Midwest and the Great Lakes.

The APGP, and Erie in particular, represents a significant transportation center in Pennsylvania. Good highway access is rapidly becoming one of the area's major assets with the addition of several limited access highways: I-90 to Chicago and Buffalo, I-79 to Pittsburgh and the South, and I-80 to the South and New York Route 17 to the East. Railroad facilities in the area are good, especially for east-west service. Carriers serving the area are the New York Central, the Nickel Plate, and the Pennsylvania Railroads. The Port of Erie is one of the many ports competing for the iron and steel industry trade to the south and, while important to Erie's economy, generally has lagged in relation to other Great Lake ports. Port Erie Airport provides facilities for commercial service by four local "feeder" airlines.

The estimated 1964 population of APGP #36 was just under 380,000, with Erie County accounting for two-thirds of the total. The City of Erie, Pennsylvania's third largest city, (estimated 1964 population of 135,000), and its environs along the lakeshore represent the primary urban concentration in



the APGP. The other urban centers are the City of Meadville (estimated 1964 population of 18,300) and the Borough of Warren (1960 population of 14,000; later figure unavailable). Despite substantial out-migration, APGP #36 has experienced modest population gains during the past 15 years. Most of this growth has taken place in the suburban areas; Meadville was the only central city with a population increase. The largest population growth of the APGP has occurred in the lakeside belt of townships and boroughs extending west and east of Erie.

Erie City is a manufacturing Great Lakes port, and serves as the dominant commercial and trading center of an area which extends beyond the APGP. Erie's varied manufacturing includes transportation equipment, machinery, steel, electrical equipment, and paper. In Crawford County, primary metals, rubber products, leather products and chemicals are important in the manufacturing sector. While the surrounding suburbs have experienced gains in employment during the past decade, manufacturing jobs - especially in the higher wage industries - have declined within Erie City. Manufacturing employment has shown similar gains in the Meadville and Warren areas, despite declines in their urban centers. Agriculture is of moderate economic importance, with potential for future growth in this sector in Erie and Crawford Counties. Warren County has significant forest resources. Mining is not a factor in the economy of the APGP. The construction of vacation homes is a growing activity in Warren and Crawford Counties.

APGP #36 has a favorable industrial composition in that a large share of its total employment is concentrated in industries which have been experiencing rapid growth nationally. However, employment in these industries has not expanded at the national rate.



## NEEDS

Access Most of the APGP is easily accessible to important markets by means of highways. New Interstate highway facilities, some of which are not yet completed, will have a significant effect on access within the region as well as to markets and should improve Erie's position as a regional trade center. The area's recreational and tourist facilities will be made more accessible to the major population centers in the Midwest and in Pennsylvania by the addition of these highways. None of the new expressways will directly serve Warren County and isolation will remain a problem for this area.

In Erie, the further development of the port facilities might improve its competitive position among other Great Lakes ports.

Labor Force The labor force of the APGP is relatively abundant and, because of Erie's history of industrial diversification, the area has a skilled labor force. A significant labor pool exists, especially for industries requiring female workers and workers for assembly or light industrial processes.

Vocational-technical education programs under the recently expanded State program are either in the planning or discussion stages in the APGP. With the exception of a technical school in Erie City, no area-wide or county-wide programs have been initiated.

Community Facilities Although the cities of the area share many of the problems of most cities in Pennsylvania in providing for education and health needs, no one need in this area stands out. The urban areas of the APGP are



undergoing the typical process of suburbanization, with the accompanying problems of adjusting community facilities to changing needs. The provision of expanded water and sewer services is a particular problem in that regard.

While several excellent small institutions, including Allegheny College in Meadville, Edinboro State College in Erie County, and Gannon College and Penn State Center in Erie, serve the higher education needs of the area, the APGP does not possess a facility of university status.

APGP #36 possesses three outstanding recreational resources in Presque Isle, and the Pymatuning and Allegheny Reservoirs. None of these facilities, however, has yet achieved its full potential.

Physical Environment Erie, Meadville and Warren share most of the environmental problems which are demanding increased public attention in many American cities: poor housing, declining central business areas, traffic and parking problems, and others. Erie's urban renewal program is extensive and, in Pennsylvania ranks behind only Philadelphia and Pittsburgh.

The growing problem of pollution of Lake Erie threatens the principal source of water for the lakeside communities.

#### PROGRAM RECOMMENDATIONS

- Expansion of vocational training and re-training programs
- Expansion of urban renewal and housing programs
- Elimination of pollution of Lake Erie
- Development of recreation potential, particularly Presque Isle and the Pymatuning and Allegheny Reservoirs
- Development of additional industrial land
- Expansion of existing programs and creation of new programs to enhance Erie's function as a regional commercial and cultural center.



Cambria and Somerset Counties

Two-county APGP #37 is in the semi-mountainous Allegheny Plateau section to the east of the coal-steel concentrations of Southwestern Pennsylvania. Development of the northern part of the APGP is centered about Johnstown, the region's principal city. The focal point of growth in the south is Somerset Borough, the county seat of Somerset County, 72 miles east of Pittsburgh on the Pennsylvania Turnpike. Highway access to Pittsburgh from Johnstown is provided by Pennsylvania Routes 56 and 22 to the north, and by U. S. Route 219 connecting with the Pennsylvania Turnpike to the south. A rail spur links Johnstown with the main line of the Pennsylvania Railroad. The Johnstown-Cambria County Airport provides facilities for limited commercial air service.

The estimated 1964 population of the APGP was 266,300 persons, down from 298,500 in 1940. Outmigration, which exceeded inmigration by 100,000 between 1940 and 1964, has stemmed largely from declines in the region's historically dominant coal and steel industries. In 1960, the 96,500 residents of the Johnstown urbanized area represented over a third of the APGP population. The suburban areas of Johnstown continue to grow at the expense of losses in the central city, whose estimated 1964 population was 46,300.

The economic orientation of the Johnstown area was originally determined by rich deposits of coal and iron ore. Dependence on the coal and steel industries has created an economic imbalance of the region, which is vulnerable to economic fluctuations.



Primary metals, the leading source of economic activity, accounts for more than three-fourths of all manufacturing employment. Transportation equipment and apparel are Cambria County's second and third major manufactured products. Nearly 18,000 or 85 per cent of the county's manufacturing jobs were in the City of Johnstown in 1964.

Mining and agriculture continue to account for significant, but declining shares of total employment in less industrialized Somerset County. Pittsburgh is a major market for fluid milk produced by local farmers. Manufacturing employment in the county is concentrated in rapidly expanding apparel industries in and around Somerset Borough.

The APGP's industrial structure is dominated by employment in industries that have been exhibiting little growth nationally. The unfavorable impact of this on the region's economy is evidenced by the rapid decline in industrial employment during the 1950's. More recently, however, replacement of transportation equipment and mining activities by new manufacturing firms has resulted in gains in total employment and in a somewhat more diversified regional economy.

#### NEEDS

Access The potential advantage to the APGP of its geographically central location and proximity to major markets has been hampered by somewhat limited highway access. The designation of U. S. 219 and U. S. 22 as Appalachian development highways will significantly improve this situation. Relatively adequate rail transportation is available in the Johnstown area.



Manpower The historical dominance of the coal and steel industry in the Johnstown area has created a manpower problem. Limited employment opportunities in this area cause younger workers to look elsewhere for work. To prepare workers for productive employment both inside and outside the APGP extensive training and retraining programs are needed.

Community Facilities The physical condition of many of Johnstown's community buildings is unsatisfactory. For example, with but one exception, the newest school structure in the Johnstown urban area is over 40 years old. Community building needs also include libraries and municipal buildings. There also is a need for higher education facilities in this area, in addition to the Johnstown center of the University of Pittsburgh. Municipalities in the Johnstown area have created regional water and sewer authorities, supported by nineteen communities, thus overcoming problems of expanding utility service to small suburban communities. The principal utility need in this area is the lack of large quantities of water for industrial purposes.

The APGP as a whole possesses outstanding open space resources. Several State Parks are in or near the APGP, including Prince Gallitzin in Cambria and Laurel Hill in Somerset. The Laurel Highlands which span Somerset and two adjoining counties to the west is an area of high potential for recreation. The principal need in realizing the area's tourist potential is improved access.

Physical Environment The Johnstown SMSA (which coincides with APGP #35) has the highest percentage of unsound housing among the 12 SMSA's in Pennsylvania. Air pollution problems and constant fear of layoffs have not been



conducive to private investment in home improvements. The struggle with obsolescence throughout the urban environment of central Johnstown has been hampered by difficult terrain. Little land is available for new industrial or residential development and hence new developments are occurring outside the city on higher elevations. This situation has contributed to a decline in central city property values. Johnstown has an urban renewal program which is making some headway into these problems.

Air pollution, water pollution and environmental problems resulting from mining are severe problems in the APGP, especially in the Johnstown area. Stream pollution results from inadequate sewage treatment in many of the smaller communities and from inadequately controlled development around the area's recreational resources. Mine acid drainage also creates a pollution problem.

#### PROGRAM RECOMMENDATIONS

- Expansion of vocational training and retraining programs
- Acceleration of programs to improve the area's community facilities, particularly schools
- Expansion of urban renewal and housing programs
- Development of a comprehensive program to eliminate atmospheric and water pollution
- Development of the recreational potential of the area
- Development of additional industrial land.



Blair County

Blair County is located in southcentral Pennsylvania, along the western edge of the steep ridge and valley section of the Appalachian Range. Between the urban concentration in southeastern Pennsylvania and western Pennsylvania and the Midwest, Blair County has historically straddled the State's principal east-west transportation arteries; first, the canals, then the railroad.

Since 1960, substantial increases in population have begun to reverse the decline in Blair County's population which occurred between 1940 and 1960. Blair County's estimated 1964 population was 142,000. Altoona, the principal urban center, whose estimated 1964 population was 69,000, has continued to decline, with almost all of the county population growth occurring in Altoona's suburban areas.

Altoona has long been the principal building and repair center for the Pennsylvania Railroad and, until 1930, was practically a single industry area. The decline in employment resulting from the railroad's conversion from steam to diesel following the end of World War II was an economic blow to this specialized community. Location on the main line of the Pennsylvania Railroad remains, however, one of Altoona's most important assets, providing excellent rail access to Megalopolis and to the Midwest.

A pioneering industrial development program, begun during the 1930's has contributed significantly toward stabilizing the economic picture in Blair County. Manufacturing now exceeds transportation in terms of



employment in the county and in 1964, the most significant manufacturing industries were textiles, food, electrical machinery and leather.

The proportion of APGP //38 employment in industries which have been experiencing rapid growth nationally is less than the national average. While, employment in trade and services has not expanded at the national rate, manufacturing employment has shown increases in the proportion employed in growth industries, and employment in these industries is increasing at a rate faster than the national rate.

Combined with the upturn in population since 1960, the shift in industrial structure of the APGP indicates a favorable development toward the continuing growth of the area.

#### NEEDS

Access Altoona is located about midway between the two principal east-west highway arteries of Pennsylvania - the Turnpike and I-80, the Shortway. The disadvantage of this location will be substantially overcome by the improvement of north-south connections to these expressways, specifically along the routes of U. S. 220 and 22, both Appalachian Development Highways. While Altoona is the largest city between Harrisburg and Pittsburgh, it does not serve the economic function of a large multi-county commercial and industrial center. This can be attributed, in part, to deficiencies in access between Altoona and the surrounding region. Within the Altoona urban area, access to the central business district is especially difficult.



Labor Force Labor has been identified as one of the most important assets of the Altoona area. In machinery and metal working, the Blair labor force can be considered skilled. However, the ability of the area to attract new and more diversified industry will be related to the further increase and diversification of the skills of the labor force. Toward this end there is a need for an expanded training program.

Community Facilities The community buildings are generally inadequate in Blair County. The area also needs an adequate civic center or exposition center.

The residential decentralization of population in the Altoona area has raised questions on reorganizing community services to meet shifting needs. Part of the problem lies in developing adequate administrative means of relating services to needs.

The higher education needs of the Altoona area are served only by the Altoona Center of Penn State University with a 1965 enrollment of about 1,000 students.

Although Altoona shares many of the problems typical of most cities in Pennsylvania in providing for educational and health needs, no single need in this area stands out.

Altoona is within convenient driving distance of a number of State recreational facilities. Under PROJECT 70, Altoona and its nearby communities, have begun to provide for increased local recreation needs.

Physical Environment Perhaps one of the most difficult problems of the Altoona area is the general physical environment of the community, due, in



part, to the influence of the railroad. One measure of this problem is housing; in 1960, the U. S. Census classified over 25 per cent of the housing of the City of Altoona as deteriorated or dilapidated. While Altoona has made considerable progress in its redevelopment program and in enforcing its housing and building codes, the problem of deterioration and blight is extensive and requires continued efforts. In the central business area of Altoona, the problem of access has hindered development efforts.

#### PROGRAM RECOMMENDATIONS

- Expansion of vocational training and re-training programs
- Improved access between Altoona and its hinterland
- Improved access to the Central Business District of Altoona
- Expansion of urban renewal and housing programs
- Development of recreational potential of Juniata Mountains.



Centre County

Centre County is at the geographic center of Pennsylvania. The Allegheny Front divides the more developed ridge and valley section of the southeastern portion of the County from the heavily forested, sparsely settled plateau section in the northwest. Two major transportation arteries of the County (Routes 220 and 64) follow the predominant topographic northeast-southwest pattern and connect the area with Altoona and Williamsport via Lock Haven. Route #322 runs across the ridges, southeast to Harrisburg. The Shortway will traverse the northcentral portion of the County, passing near Bellefonte about 12 miles north of State College.

Centre County, with an estimated 1964 population of 85,600, has experienced uninterrupted population growth since 1940, in contrast with surrounding Counties. This growth has been influenced primarily by the growth of Pennsylvania State University at State College, in the southern portion of the County. The State College area, consisting of State College Borough and the four surrounding townships of College, Ferguson, Harris and Patton, is the principal urban area of the County and grew from 11,351 in 1940 to 34,669 in 1960, ranking highest among all areas in Pennsylvania in rate of population growth. A special 1965 Census in this area indicates that the rapid growth of the State College area is continuing. Population in the County's other urban places, Philipsburg (1960 population - 3,872) and Bellefonte (1960 population - 6,088) has remained static during the past two decades.

The economy of the State College area, which began primarily on the



basis of agricultural and commercial trading, is now strongly oriented to the University and to commercial and industrial activity which owes its existence to the University. Service related employment is high and a growing electronics industry is closely associated with Penn State's research facilities and personnel. Also important in the county employment picture are copper rolling and drawing and men's and youth's apparel.

APGP #39 has a favorable industrial composition in that a large share of its total employment is concentrated in industries which have been experiencing rapid growth nationally. Employment in these industries in the APGP, particularly in services and electronics, has been expanding faster than the national rate.

The long run rate of growth in the State College area and, to a large measure, the entire county, will be significantly influenced by actions of both the State and the University in determining the future of the Pennsylvania State University.

#### NEEDS

Access The distance from major urban centers and the relative lack of accessibility have been factors impeding growth in Centre County. The north-east-southwest orientation of the terrain has made east-west and north-south access especially difficult. Improvement of highway access south to Harrisburg and the southeastern Megalopolis area is needed. While the construction of the Shortway will provide good access to the East Coast and the Midwest, access to major population centers of Pennsylvania will remain a problem.

Commercial air transportation service for the State College area is



provided by Midstate Airport near Philipsburg, 20 miles from State College. Highway access between the airport and either State College or U. S. 220 is inadequate. Air access may be as important as highway access for many types of new industries now locating in the State College area.

Only branch railroad service is available in the State College area.

Labor Force The rapid growth of the State College area is based primarily on the University and the research and development industries it spawns. The personnel involved in these activities are drawn from a highly mobile national pool of professionals who are responsive to high-grade educational, cultural and environmental amenities. The APGP thus competes with other academic and research centers throughout the nation and its employment growth is partly dependent on its ability to provide these amenities.

Community Facilities Centre County, and the State College area in particular, faces the problems common to growing communities in providing for community facilities and services rapidly enough to meet expanding demand.

Of the five municipalities in the State College area, only the Borough of State College has a municipal building. Recent growth in the population of the four suburban municipalities and in the services which they are now being called upon to provide indicates the possible need for such facilities.

Due to the rapid growth of the State College area and the existence of a large rural population, Centre County has a relatively large proportion of its population without sewer services. An important problem in the State College area is the collection and treatment of sewerage in the various townships and fringe areas of State College Borough. Stream pollution resulting from either



inadequate sewage treatment or acid mine drainage is a problem especially in the western portions of the County.

Another problem confronting the State College area is that of adequately supplying enough water to meet the needs of a rapidly growing population.

APGP #39 is well endowed in terms of open space and recreational resources. The extensive public lands in Centre and the adjoining counties are being supplemented by the acquisition of local recreational facilities under PROJECT 70.

Physical Environment      Most of the environmental problems in the State College area are those common to rapidly growing communities, including the maintenance of adequate standards for new development, and providing an adequate circulation system. Housing quality in the State College area is generally good.

Problems related to mining are confined almost exclusively to the northwestern less densely settled portion of the County.

Local flood protection is a significant need along streams in Centre County.

#### PROGRAM RECOMMENDATIONS

- Accelerate the provision of community facilities in growing suburban areas
- Improvement of access - by highway and air - between State College and metropolitan areas.
- Promote the research and development capabilities of the area.



APGP #40

Lycoming County

APGP #40, consisting of Lycoming County, is located in heavily forested semi-mountainous North Central Pennsylvania, on the West Branch of the Susquehanna River, 85 miles north of Harrisburg. A series of small communities between Milton and Lock Haven developed along the river in response to the river traffic induced by the early growth of the lumber industry. Williamsport, the major urban center of Lycoming County, is also the dominant center for this string of urban centers along the valley. U.S. 220, which has been designated an Appalachian development highway will form a loop linking Williamsport and Lock Haven to the Shortway. The Williamsport-Lycoming Airport provides the Williamsport area with "feeder" commercial air service. The rail transportation needs of the area are served by the Pennsylvania and Reading Railroads.

The population of Lycoming County has grown steadily, to an estimated 113,000 persons in 1964, up from 93,600 in 1940. Most of this growth has taken place in the greater Williamsport area, which was 39,800 in 1964, or two-thirds of the total. While the suburban townships and boroughs have been expanding at a rapid rate, the population of the central city has been decreasing.

The predominant commodity industries in the APGP are fabricated metals, apparel, and textiles, which together account for nearly 40 per cent of all manufacturing employment. Electrical and non-electrical machinery, transportation equipment (aircraft engines) and furniture also have importance in Lycoming County's diversified economy. The construction of aircraft engines and parts in



Williamsport provides an intermediate product for the growing aircraft industry in Lock Haven.

The APGP has a favorable composition of nationally growing manufacturing industries, but its industries have in general not been expanding at the national rate. The county has lagged behind in trade and services, although there have been increases in employment in government administration.

#### NEEDS

Access The designation of U. S. 220 connecting Williamsport to the Shortway and #15 North to New York State, as Appalachian Development Highways, promises improved East, West, and North access. Highway access South to Harrisburg remains inadequate. Improved access to industrial sites and to the area's recreational resources is also needed.

Manpower The diversified industrial structure of the Williamsport area has resulted in a relatively skilled labor force. The size and diversity of the available labor pool is further reinforced by the workers residing in the string of Susquehanna Valley communities between Lock Haven, Berwick and Sunbury. Increased vocational education opportunities and an improved intra-regional highway system will substantially enhance the labor force capabilities of the Williamsport area. The Williamsport Technical Institute, with a present enrollment of 1,500 is being expanded to serve a multi-county area as a Community College.



Community Facilities Williamsport, like most cities, has been undergoing a general process of decentralization with the accompanying problems of shifting needs for schools, health facilities and public utilities. Here, as elsewhere, there is a problem in creating adequate administrative mechanisms to provide services and facilities in an efficient and economical manner throughout the urban area. The provision of adequate water and sewer facilities is a specific problem for some of the smaller communities along the Susquehanna Valley.

Williamsport is centrally located in relation to an extensive supply of public recreation lands, including two State Parks within the county. Extensive use of PROJECT 70 by the county and several municipalities has further expanded the recreational resources available to residents of the area. Although the Susquehanna River could provide a major recreational resource for several miles through the county, the recreational potential of the river remains to be established.

Physical Environment While the rate of dilapidated and deteriorated housing in Williamsport is lower than for most of the medium sized cities in Pennsylvania, there remains a need for corrective urban renewal measures.

Water pollution is a problem in the eastern portion of the county. Except in Williamsport and South Williamsport, where control measures have been taken, flooding from the Susquehanna remains a problem for many of the valley communities.

#### PROGRAM RECOMMENDATIONS

- Improved North-South access
- Expansion of urban renewal and housing programs
- Expansion of water and sewer facilities in smaller communities.



Dauphin, Cumberland and Perry Counties

APGP #41 is the Harrisburg Standard Metropolitan Area, only one of whose three counties - Perry - is in Appalachia. The inclusion of Perry in the SMSA is based on the high percentage of its work force which commutes to work in Dauphin and Cumberland Counties. In view of this relationship, the growth potential for Perry - employment opportunities for its residents - depends largely on the future of the Harrisburg area and access to Harrisburg.

Based upon 1964 estimates, the population of Perry County (26,000) constitutes 6% of the total APGP population (483,000). All three counties of the Harrisburg SMSA exhibited population increase between 1950 and 1960. However, while Dauphin and Cumberland have continued this population growth to the present (1964), Perry has remained static since 1960.

Over one-half of the work force of Perry County is employed outside of the County. Most of this commuting is to Harrisburg and its environs where government (Federal, State, and local) and related services are the leading activities. For the 4,500 of Perry County's workers who remain in the County, apparel is the leading manufacturing employer.

NEEDS

Access The first ridges of the Appalachian Mountains are a significant barrier between Perry and the Harrisburg area and emphasize the importance of the connecting Susquehanna and Juniata Valleys. Improved access between the eastern portion of Perry County and the Harrisburg area would enhance the employment opportunities of Perry's residents.



Manpower With emphasis upon employment in the Harrisburg area, the development of skills through vocational training in Perry County should be keyed to the government and service employment which predominates in the Harrisburg area.

Community Facilities The educational needs and problems of the County are typical of those of smaller rural counties throughout the Commonwealth. The County takes advantage of the regional educational, cultural and recreational facilities in the Harrisburg area. Perry County contains a considerable amount of State Park, Game and other recreational and open space lands, which provide the County with a substantial base for developing recreation and tourism.

Physical Environment The primary environmental problem of Perry County relates to the control of new development which is occurring in the eastern portion of the County, particularly evident along the Susquehanna and Juniata Rivers.

There are no major water pollution problems in the County, although isolated cases of pollution exist near some of the larger Communities. Junk yards are an esthetic problem in the southeast portion of the County.

#### PROGRAM RECOMMENDATIONS

As programs to improve the growth potential of APGP #41 should be related to the principal center of employment - the Harrisburg area - which is just outside of Appalachia, improved access and greater opportunities for training and retraining will result in greatest benefits for the residents of Perry County.



Luzerne and Lackawanna Counties

APGP #42 is made up of two Standard Metropolitan Statistical Areas, Lackawanna and Luzerne Counties, and is located in the northeastern section of the State, about 125 miles north of Philadelphia and 150 miles west of New York City. The APGP is mountainous in many sections and is characterized by steep slopes and rugged terrain.

Most of APGP's 572,000 residents (1964 estimate) are concentrated in the Wyoming-Lackawanna Valley which cuts diagonally across Luzerne and Lackawanna Counties. The largest cities of the APGP are: Scranton (106,000), Wilkes-Barre (62,800), Hazleton (32,600), Nanticoke (14,300), Carbondale (11,600) and Pittston (11,200). Except for Hazleton, these cities lie within the urbanized areas of either Scranton (210,700 persons in 1960) or Wilkes-Barre (233,900 persons in 1960), which together account for over three-fourths of the total APGP population. With the exception of Hazleton, the cities have been undergoing reductions in population since 1950. The populations of the Scranton and Wilkes-Barre urbanized areas declined by 37,700 and 25,400 persons respectively during the 1950's. Some suburban areas have exhibited gains in recent years, but for the region as a whole population declined by 77,600 persons, or 14 per cent, between 1950 and 1964.

One of the region's major assets is its proximity to large urban markets. The APGP is linked to most economic centers in the Northeastern States via existing or proposed Interstate Routes 80, 81, 81E, 84 and the northern extension of the Pennsylvania Turnpike. Air passenger and cargo service is provided by four major airlines operating from the Wilkes-Barre -



Scranton and Hazleton airports. Although some rail facilities have been abandoned since coal consumption has declined, several railroads provide adequate freight service to the Northeast and Midwest.

Anthracite mining, which in 1950 accounted for one-fifth of the work force in the two-county area, has been gradually replaced by manufacturing industries which now employ over 85,000 workers. The largest portion (39 per cent) of manufacturing jobs in the APGP is in the apparel industry. Employment in textiles, food, leather and tobacco industries represent one-fourth of the total. Within the APGP, Hazleton specializes in the manufacture of men's shirts and in the Wilkes-Barre - Nanticoke area the major products are dresses and shoes. A large share of manufacturing employment in the Scranton area is in publishing, dresses, and men's trousers.

Since 1958, total employment and also male employment, has increased. Manufacturing employment increased more than 10 per cent between 1958 and 1964 and service industries experienced modest gains. A large portion of the APGP's employment is concentrated in textiles and apparel, industries that are displaying slow growth rate characteristics nationally.

Growth in trade and services has generally lagged, due to the effects of job losses on regional income and population during the 1950's. Future changes in mining employment are unlikely to have a significant impact on the regional economy. Local industrial development efforts have had a significant effect on the employment opportunities of the APGP.



## NEEDS

Access The area benefits from its strategic position within a network of the Interstate Highways which criss-cross the area. Important development can be expected near the intersection of the north-south and east-west routes which converge on the APGP, giving the area the potential for new industries and wholesale and warehousing activities.

Manpower Past dependence on coal mining has weighted the labor force of the APGP in the semi-skilled and unskilled categories, a situation which has been aggravated by extensive out-migration of younger workers. While the training of unemployed workers is needed, attention must also be given to the appropriate training of young people about to enter the labor market. So far, one vocational-technical school has been provided at Kingston in Luzerne County, and there are plans for another near Hazleton and a third in Wilkes-Barre. The privately supported Johnson School in Scranton partially fulfills the need for vocational-technical training in Lackawanna County.

Community Facilities Many of the education and health service problems facing urban areas across Pennsylvania are shared by the communities of APGP #42. A limited and sometimes declining tax base faces some of the area's communities and needed public improvements often pose financial problems. Several communities in both Counties are in need of adequate sewage collection and treatment facilities. Earlier deficiencies in recreational facilities in the APGP are being alleviated through the use of PROJECT 70 funds.

Penn State centers in Scranton, Wilkes-Barre and Hazleton are public-supported facilities serving the higher education needs of the APGP.



Physical Environment Reminders of the area's mining background are evident throughout the Lackawanna River Valley. These exist in the form of culm banks, subsidence areas, mine fires, spoil banks, stripping pits and slag heaps. These mine-related problems have also resulted in public health problems in the AFGP, including water and air pollution. Another factor discouraging industrialization of the area is the difficulty of finding good industrial sites in the valleys where mine subsidence and culm piles exist.

#### PROGRAM RECOMMENDATIONS

- Expansion of vocational training and retraining programs
- Expansion of urban renewal and housing programs
- Development of a comprehensive program to eliminate atmospheric and water pollution
- Acceleration of mine area restoration programs.



MONROE COUNTY

APGP //43 consists of one county, Monroe, in the Pocono Mountain resort area. The topography of this glaciated plateau section of the State is generally irregular and is dotted with a number of small natural and man-made lakes well suited for water sports, camping activities and vacation home sites.

Monroe County will be easily accessible to tourists from most urban centers in New York, New Jersey and eastern Pennsylvania upon completion of Interstate Routes 80, 81E, and 84. Pennsylvania Route 115 and U. S. Routes 209 and 611 also serve the area. Although Monroe has no major air facilities of its own, the Allentown-Bethlehem-Easton, Hazleton and Wilkes-Barre - Scranton airports all lie within 50 highway miles of the County's geographic center. Only at East Stroudsburg is there a rail link to New York City and Philadelphia.

Monroe County's estimated 1964 population was 43,200, compared to 33,800 in 1950, an increase of 28%. With the exception of the Stroudsburg area, the population is scattered throughout the many small towns and villages that make up the resort area. The Stroudsburgs, the County's principal trade and service center, had a combined population of 19,000 in 1960.

Tourism is the most significant economic activity in the APGP. Recreation-oriented services accounted for three-fourths of the County's employment in selected service industries in 1963. This was a concentration about five times the average for the State. Employment in the manufacturing



sector has been expanding, but remains a small proportion of employment in all industries. (Manufacturing employment in Lackawanna and Luzerne Counties is accessible to the residents of Monroe). The area's major manufactured products are fabricated metals, apparel and printing and publishing. Agriculture has limited importance in the regional economy.

It has been estimated that, by 1972, the 72,000 acre Delaware Water Gap National Recreational Area (Tocks Island) will be a little more than one hour's drive from New York City and two hours from Philadelphia. Already rising land values in counties that border the project reflect a growing demand for both vacation homes and year-round residences by New Yorkers, Philadelphians and others. Projections based on current trends and taking into account the probable impact of the Tocks Island project indicate that, by 1985, Monroe County may have a year-round population of 85,000 and a summer population of 130,000. Approximately half of the estimated 24,000 new dwelling units may be "second homes". Growth of this magnitude will result in substantial gains in economic activity for the APGP. Except for a sizeable amount of construction employment in the early stages of development, the National Recreation Area is expected to be responsible for the creation of a small number of jobs, most of which will be of a seasonal nature. Additional employment will come from private recreational activity.

#### NEEDS

Access In contrast to most of Appalachia Pennsylvania, the problem in this area is not one of overcoming poor access as an inducement to development but rather one of providing access to meet the probable demand. Interstate Highways



80, 81E, and 84, to be completed in the early 1970's, will substantially improve highway access to the major urban areas to the north, east and west. There remains a deficiency in secondary highways.

Manpower The importance of recreation to the economy of this area creates unique labor problems. At the present, the manpower supply is tight. During the summer, the local labor supply is inadequate, requiring use of "outside" workers in the resorts. The shortage of female workers is further heightened by competition between the apparel and resort industries. The seasonal nature of employment in Monroe County suggests the need for extending the recreation season and for the provision of non-recreation related employment.

Community facilities Monroe County faces the problem of providing adequate community facilities in the face of a massive influx of new residents and visitors. It is difficult to anticipate the community facility needs of the new population; it is not known what proportion will be permanent residents, vacationers, or day visitors or whether the permanent population will be largely retirees or commuters.

One of the most pressing problems now facing the County and which threatens to become severe as growth proceeds, is pollution of ground water, streams and lakes caused by inadequate and poorly planned disposal systems. Poor soil conditions and the scattered nature of much of the vacation home development, away from the urban centers, makes it imperative that there be adequate county-wide controls of new subdivision development.

Physical Environment In order to achieve its full long-term growth potential, the APGP must preserve the beauties of its natural environment - the basic



resource of the area. Scenic highways have been proposed as one means of accomplishing this. Land development controls and health codes should be developed (and enforced) if the full benefits of the new National Recreation Area are to be realized.

#### PROGRAM RECOMMENDATIONS

- Programs to maximize the beneficial development impact of the Tocks Island Project:
  - Improvement of secondary road network
  - Provision of land use controls, construction codes, and other planning measures
  - Provision of adequate water and sewer systems.









